DOCUMENT RESUME

ED 027 982 RC 002 604

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Organizational Innovation for Development in Multi-County Regions.

Spons Agency-Economic Development Administration (Dept. of Commerce), Washington, D.C.
Pub Date Aug 68
Note-36p.; Paper presented at the annual meeting of the Rural Sociological Society (Boston, Massachusetts, August, 1968)
EDRS Price MF-$0.25 HC-$1.90
Descriptors-*Community Organizations, Community Resources, Economic Development, Innovation, Models, *Organizational Change, Organizational Climate, *Regional Cooperation, Research, Resources, Rural Areas, *Rural Development, Rural Economics, Rural Environment, *Social Change, Social Organizations, Social Systems

The general purpose of the research was to describe a specific instance of instigated social change, while the goal of the research was to identify and describe social factors influencing the rate of adoption of an innovation. Beal's social action process model, Warren's community organization model, and Rogers' adoption process model provided the frame of reference for data collection, analysis, and interpretation. The results indicated that in any attempt to instigate cooperative multi-regional development, (1) it is necessary to begin the cooperation in areas which are familiar to at least one member of the development group and which have a high potential for success; (2) consideration must be made for local autonomy and communication in the initial stages; and (3) it is necessary at all times to utilize local influentials or power actors to enter local social systems. The Appendix contains the data collected on the 3 regional organizations studied in a predominantly rural area of northern Pennsylvania. (DK)

ED027982

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Organizational Innovation for Development in Multi-County Regions*

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Presented at the annual meeting of
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Boston, Massachusetts, August, 1968

RC 002604

*The analysis reported here and the study from which it was drawn was supported by the Economic Development Administration, U.S. Department of Commerce.

Under the existing domestic conditions of unequal rates and levels of development in counties in the United States, the goal of providing assistance to those counties that are "lagging behind" has been adopted by the Congress. Large scale efforts to achieve this goal include the Appalachian Regional Program and the Economic Development Administration. In both cases, the formation of multi-county action units has been administratively encouraged. The mechanics of efficiently stimulating the formation of regional organizations, however, are far from being fully explicated and understood.

1. Research Goal

The research reported in the paper is an attempt to more completely describe this specific instance of instigated social change. The specific goal of this research was to identify and describe social factors influencing the rate of adoption of an innovation, i.e., the regional form of development-oriented organization.

2. Frame of Reference

The set of analytic concepts basic to this work, upon which also depend the structural and processual models used in the research, includes social system, social subsystem, social structure, social process and horizontal and vertical linkage structures.

The models providing the frame of reference for data collection, analysis and interpretation are the social action process model,[1] community organization model,[2] and the adoption process model.[3]

3. Setting

The setting of the investigation was a five-county region of northern Pennsylvania. Its 1960 population of approximately 150,000 was 80 percent rural (60% rural nonfarm) although there are nearly 50 boroughs in the five counties. While there is no large urban center within the region, there are large population concentrations to the north and southeast of the region.

These five counties have been designated as a unit by the Pennsylvania State Planning Board, Appalachia Program Administration, Economic Development Administration and the Pennsylvania office of the USDA's Soil Conservation Service. The selection of this site was based partially on prior knowledge that there was present a regional planning commission.

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[1] George M Beal, "Social Action: Instigated Social Change in Large Social Systems," in Our Changing Rural Society: Perspectives and Trends, James H. Copp (ed.), (Ames, Iowa: Iowa State University Press, 1964), pp. 233-264.

[2] Roland L. Warren, The Community in America (Chicago: Rand McNally and Company, 1963).

[3] Everett M. Rogers, Diffusion of Innovations (New York: The Free Press of Glencoe, 1962).

4. Methodology

Action taken to achieve the research goal described above included: (1) inventorying the development-oriented organizations in the multi-county area; (2) describing in detail the process by which were formed four regional development groups; (3) analyzing these descriptions in order to isolate factors or conditions influencing the rate of adoption of this new form of social organization; and (4) ordering these factors according to their relative importance for facilitating or inhibiting the adoption of the innovation.

The methods of data collection were unstructured and focused interviewing, abstracting from written records and copying records of critical value.

The predominantly qualitative character of the data limited the methods of analysis to a chronological ordering of events, assessing the degree of correspondence of the data to the abstract conceptual models and qualitative content analysis. A structural analysis of overlapping organizational memberships was also completed.

The selection of data for the detailed description of organizational formation utilized both accidental and purposive sampling techniques. Purposive sampling methods were also used to select the local influentials for focused interviews.

5. Findings and Interpretation

a. An Inventory of Development-Oriented Organizations

Local organizations including "development" as one of their program goals included groups with jurisdictional claims of varying

size. These jurisdictional units included the areas of township, borouth, school district, part-of-county area, county, multi-county but less than regional, and region. Many private and semi-private groups were present in addition to the nearly two hundred and fifty governmental and quasi-governmental bodies.

A new regional organization would enter, therefore, a setting already well filled with groups having development goals. Evidence was available that many locally based and county groups had been actively working over the past decade to achieve such development goals.

b. Detailed Description of the Formation of Regional Organizations

The sequences of events leading to the formation of the four regional organizations under analysis were fitted to the social action process model (see the Appendix for these descriptive data). The level of correspondence of the data to the model was high enough to justify the conclusion that this model could properly be used as a guide for describing the social change process of adopting an organizational innovation.

The sensitivity of the local organizations to the maintenance of their autonomy from larger and more distant centers of decision-making power was assessed and found to be very high. Under this condition of high boundary maintenance and the condition of considerable uncertainty of the outcome of the adoption of a new form of organization, the local groups, when faced with a problem for which they had inadequate resources to solve, most often gave delaying responses and/or

formed an ad hoc group to take action rather than make a definite decision that would result in the possibility of a loss of local autonomy.

c. Factors Influencing Adoption

Ten conditional factors were identified from the data. These included both intra- and extra-system conditions. The first condition was the uncertainty of the relative advantage of the innovation. The level of uncertainty about the outcome (expense, pay-off) of forming regional organizations to perform services was highest preceding the formation of the first multi-county group and still remains relatively high after the formation of the fourth organization in 1967.

The second condition was the success of the initial applications of the innovation. The first two attempts at supplementing local groups with regional organizations give fairly immediate and visible results, and therefore, were accepted as successful by local influentials.

The third condition was the presence of enabling state and federal legislation. These legislative acts permitted intergovernmental collaboration and the formation of quasi-governmental organizations across governmental boundaries.

The fourth condition was the availability of extra-regional financial assistance. Part of this assistance was awarded preferentially giving higher priority to organizations representing cooperative effort than to single units. This contingency was reinforced by administrative behavior that encouraged the representation of an area by as few organizations as possible.

The fifth condition was the level of competition for the performance of governmental services. Extra-local groups became increasingly active in the study region in the late 1950's and early 1960's. These activities were interpreted locally as the beginning of a process to erode away the decision-making powers of local groups.

The sixth condition was the lack of internal resources to provide the basic investment necessary to achieve minimal standards of performance of necessary services. The necessity of performing the service and the lack of local resources, when occurring jointly, led to a partial relinquishment of autonomy on the horizontal plane (e.g., county to county) in order to forestall movement of power in a vertical plane (e.g., county to state).

The seventh condition was the increase in local definition of need to perform certain services. The increased awareness of need was related to both objective evidence of need and extensive educational efforts of change agents in the multi-county region.

The eighth condition was the degree of divisibility of the innovation. Early applications of the regional form of organization capitalized on this characteristic and operated on very modest budgets for the first years of their existence.

The ninth condition was the choice of neutral names for the new regional organizations. These labels supported the identity of the five counties region while at the same time they did not directly threaten the image of any of the local groups.

The tenth condition was the degree of local experience in performing the service for which the new multi-county organization was to assume responsibility. When paired with the condition of high financial risk, the availability of local information on the performance of these services was a critical factor favoring adoption.

At a general level of interpretation, these ten conditions were all seen as related to the autonomy of local subsystems. Those conditions that were perceived to threaten this autonomy impeded the adoption of the innovation while those conditional factors that were perceived to enhance local decision-making power facilitated the formation of regional development-oriented groups.

d. Relative Importance of Factors Facilitating and Inhibiting Adoption

The major factor inhibiting the adoption of the regional form of organization was the lack of ability to foresee the consequences of this change and a reluctance to risk losing any local autonomy by participating in new activities that might compromise the financial status of local organizations.

Related to this condition was the lack of ability to communicate between organizations. The localite power structure appeared to be relatively inexperienced at initiating and using lines of communication either horizontally between local groups or vertically between groups within the region and extra-regional agencies.

That future adoption of the innovation in this region may be inhibited is indicated by the evidence that the existing regional groups

have not yet learned how to adequately communicate with either local influentials or groups.

The pair of conditional factors exerting major facilitating influence for adoption were pressure from extra-local systems on the regional subsystem to provide services and inadequacy of local resources for the performance of these services.

When the potential consequences of non-performance of services was the decrease of local decision-making power and the minimal level of quality of services was set by widely accepted or legislatively set standards, many regional subsystems found their resources base inadequate.

With these two conditions creating an increasingly favorable environment for adoption, the success of the first two small applications of the regional principle of organization was a further facilitating element. Educational programs, especially in the area of planning, also reinforced or contributed to the accumulative force favoring later applications of the innovation.

e. Structural Analysis of Organizational Membership Overlap

Membership data for a sample of development-oriented organizations at both the regional and county level were utilized to construct an overlap index matrix. An analysis of this matrix revealed that there is present socially significant potential for interorganizational influence. This potential was greatest between the regional and county planning commissions and between the regional planning commission and the regional economic development association.

Tentative findings indicate, however, that much of the potential for interorganization communication is not realized at the present.

6. Tentative Strategies for Increasing Rates of Adoption

Before the explication of strategies for changing the rate of adoption of the regional form of organization in multi-county areas, there are two constraints on action that need to be made explicit.

First, it is assumed that under the existing governmental philosophy of states rights and "creative federalism" that administrators of federal development programs will continue to be limited in the extent to which they may impose by force organizational innovations on multi-county areas. The definition of "force" is vague, however, and administrators are currently allowed to impose standards of performance for services. These standards may have an extensive influence on the rate of adoption of the organizational innovation under study here.

Second, it is assumed that one of the objectives of programs for development is to increase the social structural capability of a multi-county region for greater self-sufficiency. To the extent this is true, then one specific objective toward which domestic development agencies ought to be moving is the adoption of extra-local forms of organization, e.g., multi-county organizations for performing services requiring a large resource base.

Keeping these constraints in mind, the strategies for increasing the rate of adoption of the multi-county form of organization for

planning and development in social settings characterized by low levels of internal resources and high levels of autonomy are:

1. To begin the experience of the region with multi-county organization in a type of service where one or more of the participating units has had prior experience rather than with a service that is new to all of the participants;
2. To select from those service areas where there is local experience, the one that represents jointly the greatest potential for fast and visible results and the least new, direct local expense;
3. To give emphasis in initial regional programs to assisting participating local groups with their most immediate needs even if other uses of regional resources would appear to have higher long run priority;
4. To give careful consideration to sacrificing certain staffing efficiencies that would accrue from a single base of operations by, at least initially, placing staff members in locations that would facilitate local: regional organizational communications and avoid threatening local identity;
5. After an initial successful adoption of the innovation, to exploit this event as a local

source of experience for the purpose of decreasing influentials' uncertainty of the relative advantage of the new organizational form; and

6. At all points in time, to enter local systems through local influentials or power actors rather than bypassing them because of their potential opposition to the adoption of the innovation. Access to these influentials is best found through involvement of resident representatives of extra-local systems. For the most efficient access to local organizations, the selection of local influentials should consider not only their overlapping organizational memberships but also their skills in communicating abstract ideas.

APPENDIX

Summary of the Social Action Process
of Formation and Maintenance
of
The Endless Mountains Association*

Social Action Process		Data on EMA
Analysis of existing social system	1960	Although there were present within the five Northern Tier counties organizations oriented toward development goals, there were no multi-county organizations with these goals.
Convergence of interest and tentative formulation of goals	1960	A group of people in Bradford County, having sponsored a pagent in 1959 to dramatize the area's development, met to discuss means by which they might promote the area and capitalize on its scenic resources in tourist promotion. Joe Kast and Myron Shoemaker acted as leaders in this movement.
Evaluation, delineation of relevant social systems and further specification of goals	1960	Subsequent contacts by Kast and Shoemaker revealed sufficient interest in Bradford, Sullivan, Susquehanna and Wyoming Counties for a four-county organization with the goal of increasing tourist activity in the region.
Decision of means to be used and action	1960	A four-county organization was formed and officers were elected. A contest was run in the high schools of the four counties to select a name for the organization. A girl from Sullivan County suggested the name that was selected, "Endless Mountains Association" (EMA).
Legitimation and formulation of plan of work	1960-1961	EMA was explained to members of civic and political organizations in the four-county region. Most of the organizations were reported to be in favor of EMA.

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* A summary of the model of the social action process used in this analysis may be found in George M. Beal, "Social Action: Instigated Social Change in Large Social Systems," in James H. Copp (ed.), Our Changing Rural Society (Ames, Iowa: State University Press, 1964).

Change in larger social systems	1961	Pennsylvania Department of Commerce adopted the practice of matching with state funds those monies spent for tourist promotions by locally designated Tourist Promotion Agencies.
Mobilization of resources	1961	EMA sought and received designation as local Tourist Promotion Agency by the County Boards of Commissioners in Bradford, Sullivan, Susquehanna and Wyoming Counties.
	1961	EMA was incorporated under Pennsylvania law as a non-profit corporation.
Action programs	1962-1963	EMA acted to develop promotional literature, newspaper and magazine advertising, displays and other materials as a means of increasing tourism in the "Endless Mountains" four-county area. The organization also promoted the formation of a new group to work on aspects of area development other than tourism. (This organization was later known as The Endless Mountains Area Development Association.)
Evaluation	1963-1964	The EMA has been successful in the development of advertising for the Endless Mountains Area. No measure of change in "tourism," however, was applied to evaluate progress to this goal. The success of this organization in getting the four counties to cooperate in attempting to achieve a common goal may be a significant contribution to the organizational experience of the region.
Continuation	1965-1967	EMA cooperated with Chambers of Commerce in the area in the publication of promotional material, designed and distributed restaurant placemats, erected signs on major highways designating tourist information centers and organized a conference to evaluate the prospects for the formation of a credit pool to promote the constructuon of tourist oriented facilities in the four-county area.

Comment by Investigator

1. The general economic picture in the U.S. as a whole and especially in the metropolitan areas adjacent to the Northern Tier region of Pennsylvania was favorable in the early 1960's with regard to money available for travel or tourism.

2. Local interest in tourist promotion as a means of improving the economic well-being of the region was present and partially organized in 1960.

3. The provision of state matching funds for locally recognized tourist promotion agencies appears to have provided the remaining and necessary push to get recognition and money from local sources. These essential resources enabled the relatively new organization to achieve enough visible and immediate results so that local sources of support continued to evaluate EMA as "worthwhile" and "getting something done with our money."

Summary of the Social Action Process
of Formation and Maintenance
of
Endless Mountains Area Development Association*

Social Action Process		Data on EMADA
Analysis of existing social system	(1) 1959-1960	Officials in state government informally expressed the opinion to area residents who were concerned with community improvement that a greater amount of funds from state and federal government would be more readily available to units larger than individual communities and/or counties.
	(2) 1958-1961	The level of planning activity by State agencies and the Army Corps of Engineers in Northern Pennsylvania was increasing.
	(3) 1960-1961	A multi-county tourist promotion agency had been organized and incorporated. It had been successful in (1) advertising the region and (2) administering financial assistance available from Penna. Dept. of Commerce.
	(4) 1961	Enabling legislation was present at the state level for the joining of political units for the purposes of promoting industrial development and tourism. Similar legislation was present at the national level providing for joint application for financial assistance in planning (e.g., PL 87-27, May 1961).
Convergence of interest	(1) 1961	Extension Regional Development Agent and Bradford County planner met to discuss need for and chances of a

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		regional organization for planning and development. The former advocated a 10-county area while the latter wanted a four-county organization.
	(2) 1961	Individually, Sullivan, Susquehanna and Wyoming Counties were giving evidence of the need for planning. This concern was concentrated in a small number of individuals--both public officials and private citizens. At the same time, these people recognized that their county did not have sufficient resources to do an adequate job of planning on their own.
	(3) 1961-1962	County Extension agricultural agents in Susquehanna and Wyoming Counties had organized effective RAD steering committees. These groups, having cooperated to successfully promote the vacation farm tourist business, began to discuss the need for additional cooperative efforts.
Elineation of relevant social systems and initiating set #1	July, 1962	The county extension staffs from Bradford, Sullivan, Susquehanna and Wyoming Counties met with the Extension agent and Bradford County Planner to discuss the need for a four-county development organization. They agreed to promote this innovation with their Boards of County Commissioners.
Legitimation and diffusion set #1	July, 1962	The Boards of County Commissioners were briefed by either extension staff or other interested citizens on the need, desirability and advantages of multi-county organization. These advocates included successful businessmen, farmers, lawyers, educators and individual county commissioners.
Initiating set #2, definition need	August, 1962	The Bradford Board of County Commissioners invited the Boards of Commissioners from Sullivan, Susquehanna and Wyoming Counties to a meeting. The purpose of the meeting was to discuss the possibilities of obtaining assistance and loans from the federal area redevelopment program. The discussion included an assessment

		of the alternative of a four-county development organization. They also agreed on the need for an economic survey of the four-county area.
Commitment to action	August, 1962	The four Boards of County Commissioners appointed representatives to consider a regional organization.
Legitimation and diffusion set #2, selection of goals	Early Fall, 1962	A meeting was held to study the advantages and disadvantages of pushing development on a regional basis. Each of the four counties was represented by 12 people. The outcomes were the decisions (1) to form an organization and (2) to elect an executive committee of two representatives from each of four counties.
Commitment to action	September-October, 1962	The Boards of County Commissioners adopted resolutions authorizing the formation of a four-county development organization under the Federal Area Redevelopment Act (PL 87-27, May 1, 1961) and ordered by-laws drawn up.
Identification of objectives	(1) Nov-Dec, 1962	The objectives of the new group were to include (1) an economic study of the region and (2) the promotion of the formation of (a) a regional planning commission (b) individual county planning commissions.
	(2) November, 1962	The executive committee of the yet unnamed group met, discussed the need for a regional development organization, possible consequences of such a group and elected officers.
Delineation of relevant social systems		The executive committee considered the inclusion of Tioga County in the organization. They decided to "get organized" and then invite Tioga to participate.
Mobilization of resources	December, 1962	The executive committee decided to request $25 from each of the four Boards of County Commissioners. This committee also contacted the Pennsylvania Department of Commerce (Mr. M. Comerford) regarding the Pennsylvania Development Association Act and the availability of matching funds.

Reaffirmation of goals	December, 1962	The executive committee agreed on a name for the organization, The Endless Mountains Area Development Association. This association will encompass four counties; Bradford, Sullivan, Susquehanna and Wyoming.
Letimitation and mobilization of resources	(1) January-February, 1963	EMADA contacted the USDA's Soil Conservation Service Districts in each of the four counties regarding their cooperation in making a land resource study. All four SCS Districts agreed to cooperate with EMADA.
	(2) February, 1963	A member of the executive committee ascertained that under the $.05/capita formula for matching funds from the Pennsylvania Department of Commerce for economic studies, EMADA could receive up to $6,000 in state support.
Additional objectives identified	February, 1936	Additional objectives were identified: (1) to facilitate the marketing of maple syrup produced in the Endless Mountains region--probably by organizing the major producers; (2) to investigate the development and registration of a trademark for Endless Mountains products; (3) to facilitate the organization of a craftsmen's guild in the Endless Mountains region.
Mobilizing resources	April, 1963	The executive committee met with a representative of the U.S. Dept. of Commerce, Area Redevelopment Administration (ARA), Mr. John Curran, to discuss the availability of federal funds to promote development.
Evaluation	May, 1963	EMADA has now (1) helped form an action committee regarding a Craft Guild, (2) encouraged the formation of the Endless Mountains Surveyor's Group, (3) contacted Wilkes College for their assistance in preparing an application for financial assistance from ARA.

Mobilization of resources	May, 1963	The executive committee of EMADA voted to request $50 from each of the four counties for operating expenses of EMADA.
Means of action selected	June, 1963	The Boards of County Commissioners adopted the proposed by-laws and EMADA was officially formed.
Program begun	June, 1963	EMADA retained Wilkes College to make an initial resource study of the four-county region.
Mobilization of resources	July, 1963	All four counties have made application for funds to carry out a conservation and development project. Each SCS District will cooperate with EMADA in this project.
Evaluation	(1) October, 1963	Each of the four counties have now contributed $175 for the Wilkes College initial resource study.
	(2) December, 1963	EMADA voted to sponsor a meeting with the County Commissioners from the four counties to investigate the possibility of forming a planning commission for the area. The Endless Mountains Craft Guild is now organized and has held an exhibit at which products were evaluated with regard to their potential saleability.
Continuation of program	January, 1964	EMADA, having met with County Commissioners from Bradford, Sullivan and Wyoming Counties and received their support for a multi-county planning commission, voted to sponsor a meeting of a representative of the Pennsylvania State Planning Board and the County Commissioners from the four counties in order to investigate multi-county planning.
Evaluation	February, 1964	The EMADA sponsored organization of maple syrup producers has been formed, "The Endless Mountains Maple Syrup Association."
Continuation of program	March, 1964	EMADA sponsored a meeting attended by County Commissioners from the four-county area at which Mr. Nalle, Asst.

		Director of the Pennsylvania State Planning Board spoke. Proposals were made concerning financing of a four-county planning effort--Susquehanna and Wyoming Counties indicated that they were in favor of forming a multi-county planning organization while Bradford and Sullivan Counties were undecided.
Formulation of New Goals	May, 1964	Sullivan, Susquehanna and Wyoming Counties were described as facing a crisis in terms of legislative reapportionment. They may have to merge with other urban counties to meet minimum population requirements. EMADA took the position that "These three counties had better make plans to join together so that they may form their own voting district."
Decision on means to achieve goals	June, 1964	EMADA formally adopted a set of by-laws giving a formal structure to the organization.
Evaluation	June, 1964	The effort to design an emblem for use as a trademark (see February 1963 entry) culminated in the selection of a design as part of a four-county contest.
EMADA requested to legitimize	July, 1964	Representatives of educational institutions presented their arguments for vocational and technical educational facilities in the EMADA area. They requested the support of EMADA in studying the need for such facilities and means for obtaining them.
Decision on means	September, 1964	The EMADA executive committee decided to incorporate EMADA under non-profit laws of Pennsylvania.
Further appeal made to EMADA for legitimation	October, 1964	Professionals from agricultural education requested the backing of EMADA in obtaining a favorable decision regarding a survey of job opportunities related to agriculture in the EMADA area.
Formulation of new goals	December, 1964	EMADA sponsored the formation of the Endless Mountains Cultural Committee

		for the purpose of surveying the cultural potential in the four counties.
Evaluation	February, 1965	Progress toward a multi-county planning commission was reported in that three of the five counties have adopted resolutions to participate.
Delineation of relevant social systems	February, 1965	The EMADA executive committee decided to formally invite Tioga County to join EMADA. (There was no response to this invitation.)
Continuation of program	February, 1965	EMADA represented Sullivan, Susquehanna and Wyoming Counties at a legislative reapportionment hearing in order to argue that these three counties should be joined together as a legislative unit rather than each one being paired with a nearby urban county. (This plan was subsequently adopted.)
Evaluation	March, 1965	All five counties (Bradford, Sullivan, Susquehanna, Tioga and Wyoming) have adopted resolutions necessary for the formation of a multi-county planning commission.
Request for legitimation	March, 1965	The supervisors of Oakland Twp. (Susquehanna Co.) requested and received support for their efforts to promote construction of a dam.
Redefinition of goals	April, 1965	EMADA, having initiated action in January, 1963, for a land resource study, requested the new regional planning commission to assume responsibility for the accelerated soil survey program (701 funding). EMADA also decided to participate actively in the war on poverty by acting as the sponsoring agency for a regional Community Action Program.
Continuation of program	May, 1965	EMADA met with state representatives of the Community Action Program in order to facilitate the initiation of such a program in the EMADA area. EMADA took formal action to set up the required Community Action Committee.

Evaluation	March, 1966	The Endless Mountains Community Action Committee was formed, incorporated and in action.
Continuation of program	March, 1966	EMADA decided to support the newly formed Northern Tier Economic Development Association in its efforts to have Bradford, Sullivan, Susquehanna, Tioga and Wyoming Counties designated as an Economic Development District.
Evaluation		Many of initial objectives achieved Need remains for a credit pool to encourage investment in tourist facilities Need remains to take action on development plans coming from both county and regional planning commissions.

Summary of the Social Action
Process of Formation and Maintenance
of
Northern Tier Regional Planning Commission*

Social Action Process		Data on NTRPC
Analysis of existing social system and prior social situation	(1) 1955-56	P.L. 611, the Regional Planning Act of 1955-56, authorized the formation of planning bodies by more than one governmental unit.
	(2) 1958-61	The level of planning activity in Northern Pa. was increasing in the 1958-1961 period by State agencies and the U.S. Army Corps of Engineers.
	(3) 1961	P.L. 87-27 - authorized joint application by governmental units for Federal financial assistance in planning.
	(4) 1961-62	Cooperative Extension personnel, RAD committees, and the Bradford County Planner prepared and presented workshops on planning in Bradford, Sullivan, Susquehanna and Wyoming Counties in 1961-1962.
	(5) 1962	Active Planning Commission in Bradford County with professional staff.
	(6) 1962	Bradford and Tioga Counties had completed preliminary Overall Economic Development Plans (OEDP). These emphasized the need for county planning. programs.

*A summary of the model of social action process used in this analysis may be found in George M. Beal, "Social Action: Instigated Social Change in Large Social Systems," in James H. Copp (ed.), Our Changing Rural Society. (Ames, Iowa: Iowa State University Press, 1964).

Convergence of interest	August, 1962	Extension agents, Extension Regional Development Agent, Bradford County Commissioners, members of individual county RAD committees and other interested citizens from Bradford, Sullivan, Susquehanna and Wyoming Counties discussed the need for and structure of a regional development association.
Selection of goals and setting up organizational structure	December, 1963	In order to achieve orderly development of the four-county region (Bradford, Sullivan, Susquehanna and Wyoming Counties) and make effective application for assistance from State and Federal sources, the Endless Mountains Area Development Association (EMADA) was formed. Among its members were former members of the individual county RAD committees.
Increasing agreement on need for planning	(1) November 1963	Wyoming County Board of Commissioners formed a County Planning Commission.
	(2) February, 1964	Planning workshops were held in Sullivan and Susquehanna Counties.
	(3) 1964	County Planning Commissions were formed by Boards of County Commissioners in Sullivan (April, 1964) and Susquehanna (August, 1964) Counties.
	(4) April, 1964	Planning Commissions were active in: Tunkhannock Borough (Wyoming Co.), Factoryville Borough (Wyoming Co.), Wysox Twp. (Bradford Co.), Montrose Borough (Susquehanna Co.), Valley Region (Sayre, Athens, Waverly in Bradford Co.), and Forest City (Susquehanna Co.).
	(5) May, 1964	Bradford County Planning Commission published a land use report.
	(6) May, 1964	The Valley Planning Commission was actively preparing an application for 701 funds. (Title VII, Sec. 701 of the Federal Housing Act of 1954).

Initiating Set #1 and Legitimation	(1) December, 1963	EMADA publicly endorsed the idea of and formation of a regional (four-county) planning commission.
	(2) December, 1963	EMADA invited County Boards of Commissioners from Bradford, Sullivan, Susquehanna and Wyoming Counties to participate in a meeting to discuss a four-county planning organization.
	(3) March, 1964	EMADA sponsored a meeting attended by County Commissioners from Bradford, Sullivan, Susquehanna and Wyoming Counties at which the Assistant Director of the Pennsylvania State Planning Board spoke. Proposals were made concerning financing of a four-county planning effort.
Diffusion Set #1 and definition of need	April-May 1964	The Boards of County Commissioners from Bradford, Sullivan, Susquehanna and Wyoming Counties appointed representatives to make recommendations on how a regional planning body could be organized and financed.
Definition of system boundaries questioned	July, 1964	At the executive committee meeting of EMADA, Tioga County was discussed as a potentially interested party to multi-county planning; no official action, however, was taken to invite Tioga County to participate.
Diffusion Set #2	October, 1964	Two delegates from each of the four counties (Bradford, Sullivan, Susquehanna, Wyoming) met to develop a proposal for a four-county planning commission. These delegates were to meet with their respective County Commissioners to ascertain their willingness to participate in such an organization.
Decision to act	October-November, 1964	County Boards of Commissioners in Bradford, Sullivan, Wyoming and Tioga Counties informally expressed a positive interest in the regional planning commission.

Redefinition of system boundary and preliminary decision on means to achieve goals	November, 1964	An organizational meeting of delegates from five counties (Bradford, Sullivan, Susquehanna, Tioga, and Wyoming) was held to further detail the structure and procedures for the new organization. Tioga County formally requested admission and was accepted.
Definition of need for planning	February, 1965	Tioga County Planning Commission was formed.
Decision to act	1964-1965	Resolutions to participate in the five-county (Northern Tier Regional) planning commission were adopted by Boards of County Commissioners in Susquehanna (December, 1964), Bradford (January, 1965), Sullivan (February, 1965), Wyoming (February, 1965), and Tioga (March, 1965) Counties.
Setting up organizational structure	(1) March, 1965	Representatives from the five counties met to draw up articles of agreement for the regional planning commission. Further elaboration of these and other organizational plans was carried out by professional staff members of the Bradford County Planning Commission.
	(2) April, 1965	Chairmen from the Boards of County Commissioners from Bradford, Sullivan, Susquehanna, Tioga and Wyoming Counties met and signed the articles of agreement.
	(3) April, 1965	Representatives to the newly authorized commission, appointed by their respective Boards of County Commissioners, met to draw up by-laws, discuss a work program and personnel policies for the Northern Tier Regional Planning Commission.
Mobilizing and organizing resources	April-May, 1965	One of the NTRPC's first jobs was to make application for planning assistance funds from the 701 program.

Launching program	May, 1965	The NTRPC program was seen to focus primarily on coordination of planning in the region. It also was responsible under state law and its own Articles of Agreement for region wide planning and long-range plans for the five counties. Another relationship with role vis-a-vis county planning commissions included providing assistance and access to planning resources.
Adoption of organizational structure	May, 1965	The NTRPC directors adopted by-laws for its structure and procedures.
Reaffirmation of system boundaries	May, 1965	Potter County requested memberships in NTRPC. Excessive geographic dispersion and prior districting by the State Planning Board were cited officially as not favoring Potter County's inclusion - the request was denied.
Continuation of program	May-December, 1965	Many appeals for assistance were received and suggestions for proper role made. The outcome of the discussion of these appeals and suggestions was a set of decisions outlining the role of the NTRPC in its relationship with planning bodies within its jurisdiction and extra-regional funding agencies. An example of work that was judged inappropriate (probably because of inadequate staff) is the preparation of individual comprehensive plans for each township in the five-county region. Examples of appropriate work are: (a) assisting county planning commissions with technical services such as the preparation of summaries of data of local needs for sewer and water facilites, the preparation of grant applications for state and federal funds to assist development projects and the preparation of ordinances and newsletters;

(b) meeting with communities having problems with water and sewer with the aim of developing a workable solution that would qualify for non-local assistance;

(c) acting as regional coordinator for open-space programs under a review procedure established with HUD. Local programs at this time could get an extra 10% grant for participating in a regional plan; acting coordinator for all open-space programs in the region with the aim of providing pilot programs for local modification and qualifying localities for larger grants under a regional approach;

(d) acting as coordinator for overall planning for planning commissions within the five-county region (in some cases, coordinating contracts were executed where NTRPC accepted responsibility to supervise local planning programs), and, thus, represent them to state and federal agencies; and

(e) representing the region as a whole both in the applying for planning assistance funds and in influencing the planning of larger units such as the Pa. Highway Department, Army Corps of Engineers and Susquehanna River Basin Coordinating;

(f) monitoring federal legislation effecting regional rural planning and writing Pennsylvania Representatives and Senators to express the NTRPC's position on the legislation.

Mobilizing resources	(1) December 1965-March 1966	Acting on a request by the NTRPC, the Boards of County Commissioners wrote to their elected representatives in federal government urging approval of the NTRPC request for planning assistance funds.
	(2) January, 1966	The Boards of County Commissioners in the five counties voted to appropriate funds for the support for the NTRPC for 1966.
Continuation of program	(1) 1965-1966	NTRPC negotiated contracts for coordinating planning for planning commissions within the region. These included boroughs of Canton, Mansfield, Towanda, Tunkhannock and Wellsboro and the Valley Region.
	(2) 1965-1966	NTRPC provided technical assistance for planning commissions within the region as they prepared applications for grants under the 701 program.
	(3) 1965-1966	A consulting planning firm was hired and began a study of the tourist industry on a five-county regional basis.
	(4) 1965-1966	The NTRPC staff was acting in an advisory capacity for the development of OEDP's and the regional resource conservation and development (RC&D) plan.
Mobilizing resources	March, 1966	NTRPC made application for assistance from the Economic Development Administration. In order to comply with federal and Pennsylvania requirements, a new organization had to be brought into existence; the Northern Tier Economic Development Association. The NTRPC staff provided the necessary clerical and technical resources at this time.
Redefinition of means to achieve goals	December, 1966	A proposal was made to designate the county planners as "Community Aid Coordinators." The aim of this designation was to promote the role of the county planning commission as

		a coordinator of local communities and government agencies to the end that more community applications for outside assistance be accepted and funded.
Continuation of program	(1) 1966-1967	Additional staff members who qualified under NTRPC personnel policies (set up to meet state and federal standards) were hired for one regional and four county offices (regional office in Towanda, Bradford Co. office in Towanda, Sullivan Co. office joint with Wyoming Co. office in Tunkhannock, Susquehanna Co. office in Montrose and Tioga Co. office in Wellsboro).
	(2) April, 1967	NTRPC represented the region at meetings with HUD officials.
	(3) Spring, 1967	County Planning Commissions prepared land use control ordinances for consideration by Boards of County Commissioners.
	(4) Spring, 1967	NTRPC began assistance to local school districts in the region in evaluation of potential construction cites as required by Pennsylvania Department of Public Instruction.
	(5) November, 1967-January, 1968	The NTRPC represented the region and individual localities at hearings of the Pa. Highway Dept. - highway reports were prepared and presented and a policy statement concerning regional development of transportation was adopted.

Comment by investigator

1. The NTRPC's role appears to be more clearly defined as of the end of 1967 than at any previous time. Apparently, the regional commission has been successful in representing both the region and localities within the region to the outside world. The fact that this group has seized the initiative in planning seems to be viewed favorably by both state and federal agencies.

2. In addition, the NTRPC has the advantage of having a multi-county jurisdiction. This characteristic appears to have worked in its favor in such settings as applications for federal assistance (10% bonus for using a regional approach) and at highway hearings (being unique in having requests backed up by "regional" planning data).

3. Readers with interest specific to this regional commission may obtain from their Towanda, Pa. office a summary of 1967 planning activities (mimeo, dated 21 Feb. 68, 20 pages).

Summary of the Social Action Process of
Formation and Maintenance
of
Northern Tier Economic Development Association*

Social Action Process		Data on NTEDA
Analysis of existing social situation	1961	Tioga County began preparing an OEDP for an ARA grant.
	1961	Bradford Co. Commissioners initiated a meeting of County Commissioners from Bradford, Sullivan, Susquehanna and Wyoming Counties to discuss possibilities of obtaining assistance from federal area redevelopment program (ARA).
	1962	EMADA was formed under PL 87-27 with Bradford, Sullivan, Susquehanna and Wyoming Counties participating.
	1962-1965	ARA assistance was sought by EMADA and NTRPC.
	1965	ARA was reorganized as the Economic Development Administration.
Initiating set #1	1965	Northern Tier Regional Planning Commission invited Curran of EDA to explain the functions of EDA, the related legislation and how NTRPC could participate in EDA's program.
Legitimation	1966	Director of NTRPC reviewed shift from ARA to EDA for executive committee of EMADA. After reviewing the organizational steps necessary for participations in EDA's program, EMADA voted to support efforts to accomplish these steps. Action would be through NTRPC.

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*A summary of the model of the social action process used in this analysis may be found in George M. Beal, "Social Action: Instigated Social Change in Large Social Systems," in James H. Copp (ed.), Our Changing Rural Society (Ames, Iowa: Iowa State University Press, 1964).

Selection of means of action	1966	Curran of EDA met with NTRPC to assist in the formation of the necessary organization under EDA legislation. Robert Surge, Pa. Dept. of Commerce, was also involved as a representative of the State's interest in both EDA and Appalachia programs.
Action	1966	Northern Tier Economic Development Association was formed according to EDA legislative formula. The NTEDA made applications for assistance in the preparation of OEDP's in Susquehanna and Tioga Counties and for designation as an Economic Development District.
Mobilization of support	1966	EMADA discussed the objectives of NTEDA and voted to explore possibilities of assisting NTEDA reach its goals.
	1967	NTEDA and staff of the Appalachia program of the Pa. Dept. of Commerce established common goals. They also agreed to assist each other in the achievement of these goals (e.g., $ from Dept. of Commerce to NTEDA).
Formulation of plan of work	1967	A program of work, by-laws and budget were prepared for NTEDA in anticipation of the approval of the EDD designation.
Action	1967	The by-laws of the NTEDA were adopted and employees hired.

Comment by Investigator

It is important to note the responsibility of the NTEDA to represent the EDA and Appalachian Regional programs. NTEDA receives support from both and was the responsibility of achieving goals as outlined in both programs.

GLOSSARY OF ORGANIZATION NAMES

1.	ARA	Area Redevelopment Administration, U.S. Department of Commerce.
2.	EDA	Economic Development Administration, U.S. Department of Commerce.
3.	EMA	Endless Mountains Association, a tourist promotion organization encompassing Bradford, Sullivan, Susquehanna and Wyoming Counties, Pennsylvania.
4.	EMADA	Endless Mountains Area Development Association, a general development organization encompassing Bradford, Sullivan, Susquehanna and Wyoming Counties, Pennsylvania.
5.	NTEDA	Northern Tier Economic Development Association, an organization encompassing Bradford, Sullivan, Susquehanna, Tioga and Wyoming Counties, Pennsylvania.
6.	NTRPC	Northern Tier Regional Planning Commission, an organization encompassing Bradford, Sullivan, Susquehanna, Tioga and Wyoming Counties, Pennsylvania.
7.	RAD	Rural Areas Development, a program of the Cooperative Extension Service, U.S. Department of Agriculture.